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This Week's Forum: Page 22

EDUCATION WEEK

American Education's Newspaper of Record | Volume VII, Number 11 · November 18, 1987 | *© 1987 Editorial Projects in Education / $2.00*

Test Scores Tied To State Aid in Connecticut Plan

New Finance Formula Targets Needy Pupils

By Robert Rothman

Connecticut would become the first state to allot general aid to school districts partly on the basis of deficiencies in student test scores, under a plan approved last week by a committee appointed by the state legislature.

The plan, designed to target a bigger share of state money to districts with large numbers of disadvantaged students, will be considered by the state board of education next month before it is submitted to the legislature for approval.

"This will be a powerful tool in driving money where we have the greatest need," said Commissioner of Education Gerald N. Tirozzi, who served on the 19-member panel charged with rethinking Connecticut's school-finance formula.

Among other provisions aimed at promoting greater equity in funding, the proposal would require the state to factor into each district's aid allotment the number of district students scoring at the remedial level on the state's mastery-learning tests.

"If a population of children has not reached mastery level, they need whatever it takes—smaller class sizes, more equipment," said another panel member, State Representative Naomi Cohen.

The formula change would help ensure that "services provided children in poor areas give them the same chances as children in wealthier areas," said Ms. Cohen, who is House chairman of the legislature's joint committee on education.

According to Chris Pipho, director of clearinghouse information for the Education Commission of the States, "nobody has put general finance aid into the mode" being contemplated in Connecticut.

Other states, such as Florida and Indi-

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David W. Hornbeck

Chiefs Urge That States 'Guarantee' School Quality for Those 'At Risk'

By Lynn Olson

A bold new proposal drafted by the nation's chief state school officers calls on states to "guarantee" a high-quality precollegiate education to those students deemed least likely to finish high school.

The chiefs were expected to endorse the seven-page policy document this week. It represents the clearest signal yet that state officials are ready to be held accountable for the academic performance of all students within their jurisdictions.

Among the 11 "guarantees" for at-risk students included in the chiefs' policy statement is the right to attend a school with a demonstrated record of "substantial and sustained" student progress.

The statement also envisions that each student would be guaranteed access to preschool education and to an individual "teaching and learning plan," approved by the student and his or her parents. *(See list of "guarantees," page 17.)*

David W. Hornbeck, outgoing president of the Council of Chief State School Officers, said the proposals represent a "basic understanding" that major structural revisions are needed to change a school system in which one in four students does not graduate from high school, and nearly 13 percent of 17-year-olds still enrolled are "functionally illiterate."

"The issue," said Mr. Hornbeck, state su-

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Publishers, Educators Trade Blame for Content Decline

By Kirsten Goldberg

New York—Textbook publishers this month convened what was to be a meeting of the minds here with curriculum planners on the decline in religious content in their books.

But the curriculum representatives instead got a piece of the publishers' minds—and an invitation to share the blame for the inadequacies of contemporary texts.

Rallying against what they called "textbook bashing," the publishers said the alleged lack of depth and controversy in their books was a product of market forces—and that any slight to religion could be traced back to teachers and curriculum planners.

"[They are] attacking us for not including religion," said Richard G. Ravich, social-studies product manager for D.C. Heath and Company. "But teachers are not asking for it."

The Nov. 4 meeting between representatives from the Association for Supervision and Curriculum Development and the Association of American Publishers was called in the wake of several major reports this year citing the lack of adequate coverage of religion in American-history and so-

Continued on Page 16

Bennett's Call Sealing Ginsburg's Fate Sets Off a Furor

By Julie A. Miller

Washington—Secretary of Education William J. Bennett played a central role in a distinctly noneducational imbroglio last week when he volunteered to deliver the bad news to Douglas H. Ginsburg, the ill-fated U.S. Supreme Court nominee who had admitted having used marijuana.

Mr. Ginsburg acknowledged Thursday, Nov. 5, that he had smoked the drug while a college student and "on a few occasions" in the 1970's. On Nov. 6, Mr. Bennett talked with the President and then urged the nominee, in a telephone call, to withdraw from consideration. On Nov. 7, he did so.

What happened between those events and in their aftermath constitutes a classic Washington tale, featuring press leaks that misfired, public statements that appeared to contradict private actions, and panic in the face of political embarrassment.

Washington political hands differed in their assessments of the role played by Mr. Bennett. They variously described him last week as either a willing Administration "spear carrier," a loyal conservative who took the heat for his President, a dogmatic anti-drug crusader, or an opportunist who shoehorned himself into a situation that did not concern him.

The White House press office could not be

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Also in the news

4 **'Healthy Dissension' Evident At Special-Education Forum**
A new independent group of experts in the field meet for the first time to "get a debate going"—and succeed.

5 **Bilingual-Education Battle Looms in New Jersey**
The New Jersey Board of Education is under attack for easing the exit requirements for bilingual programs.

8 **Southwest States Urged To 'Rethink' Education Structure**
Dramatic growth in the region's minority populations will have far-reaching education consequences, a report warns.

Seeking an 'Appropriate Education' for the Deaf

New Study Revives an Old Debate

By Debra Viadero

David Martin, dean of Gallaudet University's college of education, can still recall the panic he felt as a young teacher in the 1960's when a deaf child was "mainstreamed" into his 6th-grade classroom.

"I didn't know what to do," he says, "so I just put her in the front row where she could lipread."

He has had many years and much experience to learn from since that first awkward venture into education for the deaf, and he sighs as he finishes the anecdote.

"Boy, I wish I had that one to do over again," he says.

But for every teacher who, like Mr. Martin, has schooled himself in the special needs of deaf children since passage of federal laws barring discrimination against the handicapped, there are others who remain stymied when forced to confront

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Rob Harper/S.C. Department of Education

Sign language is still central to century-long disagreements.

IN SUMMARY

A Call for Health Clinics
An independent research group is urging New York State lawmakers to allocate $14 million over the next three years for the development of health clinics in public schools across the state. **Page 5.**

Elections and Desegregation
Mandatory student busing and other vexing issues related to school-desegregation efforts figured prominently in school-board elections in a number of cities this month. **Page 6.**

Formidable Barriers to Reform
Five years after adopting the first major school-reform bill of the 1980's, Mississippi has made progress, but officials say the state has a long way to go to realize its goals for education. **Page 8.**

The Limits of Discipline
The U.S. Supreme Court has heard arguments on the issue of how far schools can go in disciplining violent special-education students, but a technicality may make the case moot. **Page 12.**

Caring for Children
Deploring the lack of U.S. policies and programs ensuring the welfare of children, witnesses last week urged the Congress to guarantee children adequate health care and education. **Page 12.**

Negotiations on Spending
As a "summit" aimed at averting automatic federal budget cuts reached an impasse, House and Senate conferees met last week to iron out differences in their education spending bills. **Page 13.**

Following Through
The Follow Through program for K-3 pupils who took part in Head Start or similar programs will hold its first open grant competition since 1967, federal officials have announced. **Page 14.**

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EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 6987, Syracuse, N.Y. 13217. Volume VII, Issue 11.

ACROSS THE NATION

NATIONAL

Sexual Activity, Drug Use Said Putting Young at Risk for AIDS

A new report by the Center for Population Options marshals statistics about teen-age sexual behavior and drug use to support its call for teaching adolescents how to reduce the risk of contracting AIDS.

Although adolescents now account for less than 1 percent of the reported cases of acquired immune deficiency syndrome, according to the report by the Washington-based organization, their behaviors may put them at increased risk for exposure to the AIDS virus.

The report notes, for example, that half of all high-school boys and one-third of their female classmates nationally are estimated to have had sexual intercourse and that one in seven teen-agers contracts a sexually transmitted disease each year.

Of those sexually active adolescents, it adds, only one-third regularly use condoms or other forms of contraception. Health experts say that condoms, if used properly, can help protect against exposure to the virus.

The report also estimates that 200,000 teen-agers have taken drugs intravenously—another activity that makes them vulnerable to AIDS infection.

The comprehensive, 35-page publication offers recommendations for the content and methods of AIDS education. Copies of the report, "AIDS and Adolescents: The Time for Prevention Is Now," are available for $10 each from the Center for Population Options, Publications Department, 1012 14th St., N.W., Suite 1200, Washington, D.C. 20005.

STATES

New Connecticut Certification Rules Require Professional Development

The Connecticut Board of Education has approved a set of regulations that would, for the first time, require all teachers in the state to continue professional development in order to retain their certification.

The regulations, which will go into effect next July if approved by a committee of the legislature, would also establish an alternative-certification system to enable people to enter teaching from other careers.

"These are important regulations," said Gerald N. Tirozzi, the state's commissioner of education. "They will allow us to fully implement the broad-based program we have for improving the standards of the teaching profession."

The Connecticut Education Association, which generally supports the new rules, has filed suit to block a provision that would require teachers who already hold lifetime professional certification to earn new five-year certificates. The union charges that the permanent certificates are a property right that the state cannot take away.

Under the rules, teachers entering the profession would receive initial certification for one year. Upon completion of a teacher-support and assessment program, including in-class observations, teachers could receive provisional certification for three to eight years.

After amassing 30 teaching-related credits, teachers with provisional certification could earn professional certification. In a departure from current law, teachers would have to renew such certification every five years and earn at least nine continuing-education credits each time.

The regulations spell out provisions in the state's 1986 Education Enhancement Act, which authorized the new system. The law also provided state funds for districts that raised teacher salaries.

Delay on Tougher Admissions Rules Criticized by North Carolina Board

Members of the North Carolina Board of Education have criticized a decision by the University of North Carolina to delay for two years the implementation of higher admissions standards, saying the delay could undermine the credibility of high-school guidance counselors who have urged students to take tougher courses.

The new standards, which require students to pass 12 courses in core areas, were scheduled to take effect in 1988. But after a university survey found that nearly half of the state's high-school students were unaware of the stricter requirements, officials decided to delay using them until 1990.

Patricia Neal, a member of the state board, objected to the decision, however, citing a survey by the board that showed that a "vast majority" of students know about the requirements. Guidance counselors have been effectively preparing students, she said, and to delay the standards would call their advice into question.

Raymond Dawson, senior vice president for academic affairs at the university, said he did not think the decision would hurt guidance counselors. "The change was made by us and we'll take the rap for it," he said.

■ **High-school seniors in Alaska** are more disappointed with their education than at any time since an annual survey of seniors began in 1978, state education officials report.

The proportion of respondents who rated their education "poor" jumped to 23 percent last spring, after holding steady at approximately 9 percent for the first nine years of the survey, said Kerry Romesburg, director of the Alaska Postsecondary Education Committee, the agency that conducts the poll.

Compared with previous years, he added, a significantly higher proportion of the seniors surveyed said they did not plan to return to their economically depressed home state following graduation from an out-of-state college.

"What we're seeing is a reaction to the troubled economic times that we're in," Mr. Romesburg said. The once-booming state has been hurt by declining energy prices in recent years.

■ **Kentucky's Pritchard Committee for Academic Excellence,** terming the impact of the national school-reform movement "more regulation than inspiration," is looking for 5 to 10 blue-grass high schools to participate in a project to improve the quality of students' academic experience.

With support from the Kentucky Humanities Council, South Central Bell, and the state education department, the citizens' organization will work with participating schools to find new ways to "inspire, motivate, and re-awaken students to the vital and lively processes of learning."

Such experiments, the Pritchard group says, could involve self-paced learning, rearranged class schedules, and innovative teaching techniques initiated by teachers. "The point is to focus entirely on students, and not be limited by traditional organization, which has become convenient for management but not always constructive for students," says Stephen A. Henderson, the project's director.

DISTRICTS

Nebraska Board Resigns To Avoid Personal Liability in Lawsuits

The nine-member school board of the Oakland-Craig district in northeastern Nebraska has resigned in an attempt to avoid personal liability for any judgment resulting from $22 million in lawsuits filed against the district.

The board resigned Nov. 2, a day before the suits went to trial in Burt County District Court. The suits charge the district and the board with liability in a 1984 school-bus accident. After a three-day break, testimony was scheduled to resume late last week and could continue for several weeks.

The suits were filed by Jean Dahlgren, whose husband, Duane Dahlgren, was severely injured when a truck in which he was a passenger collided with a school bus. One suit seeks $12 million for special and general damages for Mr. Dahlgren. Another seeks $10 million in damages for Mrs. Dahlgren for loss of the companionship and support of marriage.

If the court awards a large judgment, the 400-student district will face severe financial problems, said Superintendent Paul Heller, because its insurance carrier, Iowa National Mutual Insurance Company, went into bankruptcy three months after the accident.

The Nebraska Property and Casualty Guarantee Fund will pay up to $300,000 in claims filed against policyholders whose insurance companies go bankrupt.

Based on awards in similar suits in the state, Mr. Heller said he was "pessimistic" about the district's chances of avoiding liability. "The question is how severe the judgment will be," he said.

The district's affairs are now being overseen by a court-appointed receiver. Before resigning, the board authorized the receiver to file for Chapter 9 bankruptcy for the district in the event of a large judgment.

The suits were filed in the summer of 1985 after the board rejected a $5-million settlement proposal.

Los Angeles Officials Deny Requests For Transfers to New District

The Los Angeles board of education has denied permission to 29 students seeking to transfer to a nearby school district under a new state law that allows children to enroll in the district where their parents work, rather than where they live.

The transfers to the Santa Monica-Malibu school district were denied on a unanimous vote this month because loss of the students, most of whom are white, would have weakened the Los Angeles district's efforts to integrate its schools, officials

STATE CAPITALS

States Warned on Minority Needs

By Blake Rodman

Unless five Southwestern states do a better job of educating their rapidly expanding minority populations, the overall level of education in the region will drop dramatically, warns a new report by an interstate education organization.

Such a decline, the report notes, would occur just as the changing regional economy needs a more highly skilled and educated workforce.

With minority populations that in the foreseeable future will constitute a statewide majority, the five states—Arizona, California, Colorado, New Mexico, and Texas—"stand at a crossroads," according to the report, prepared by the Western Interstate Commission for Higher Education.

"If education is not made more effective for minorities than it has been," it states, "we will fall behind in achieving our goals of social justice and in meeting our needs for economic growth."

The report, "From Minority to Majority: Education and the Future of the Southwest," urges educators and policymakers at all levels to "rethink and redefine the meaning of education in a truly multicultural society."

Because of the complex nature of the problem of minority underrepresentation and underachievement in education, the report says, "isolated action will not be as effective as systematic actions aimed at all sectors of education."

It recommends, for example, that school districts and schools of education work together in an effort to generate an adequate supply of minority teachers to serve as role models for black, Hispanic, and other minority pupils.

'Self-Interest'

WICHE is a regional 14-state compact formed in 1953 to help meet the educational needs of the West through interstate programs and other cooperative efforts.

Last year, the compact formed a 31-member "policy committee on minorities in higher education," comprising leaders from education, business, and government, to examine demographic trends and how they relate to the educational needs of the Southwest.

Higher education, the report notes, has a "self-interest" in helping a greater percentage of minority youths succeed at the precollegiate level.

"If the necessary changes and improvements are not made" throughout the educational system, it states, college "enrollments will drop, programs or institutions may be forced to close, and public support will be diminished."

Minority Majority Ahead

The committee's report presents a detailed picture of the region's changing demography and offers a comprehensive "plan of action" that includes broad goals and dozens of recommendations.

Currently, nearly one-third of the people living in the five states studied are members of minority groups, according to the report. For children under the age of 5, it says, the proportion jumps to 45 percent.

If current trends continue, it predicts, minorities will constitute the majority of people under age 30 around the turn of the century, and will become the majority of the Southwest's total population shortly thereafter.

Of the minority groups in the region, blacks, Hispanics, and American Indians are particularly underrepresented in education at all levels, the report says, adding that they face very limited economic opportunities as a result.

"The convergence of these conditions—continued minority population growth and limited minority participation in education and the economy—portends a disheartening future for a growing proportion of the population and for the region as a whole," it argues, "unless appropriate actions are taken soon."

Role Models Needed

A critical problem discussed in the report is lagging minority representation in the teaching force and in education-leadership positions.

The problem, it says, is that minority children need minority role models, but have few in the public schools. One of the stated goals of the report is to bring more members of minority groups into teaching and school administration.

Already, it notes, minority representation in teaching lags behind the proportion of minorities within the population as a whole.

And as the Southwest's minority

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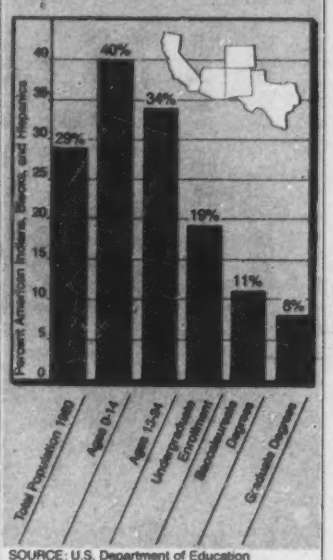
Minorities in the Southwest States of Arizona, California, Colorado, New Mexico, and Texas.



SOURCE: U.S. Department of Education

Mississippi Gauges 5 Years of Reform

By William Montague

Five years after enacting the nation's first comprehensive package of education reforms, Mississippi is struggling to realize the high hopes for the future that accompanied that legislation.

As in many Southern states, Mississippians have found that the job of building better schools and a brighter economic future in the nation's poorest region is a daunting one. But progress is being made, they say.

Few states have faced more formidable barriers to that progress than Mississippi. The state ranks lowest in the nation in per-capita income and highest in the number of children living in poverty. More than 38 percent of the state's students do not complete high school.

Such statistics prompted then-Gov. William Winter to put forward a sweeping reform proposal in 1982—more than a year before a Presidential commission triggered a nationwide call for change with its landmark report, "A Nation at Risk."

While that report eased the way for major reforms in nearly every Southern state, opposition to the Mississippi legislation was fierce. The costly package was only approved after lengthy debate in the state legislature.

The bill gave Mississippi mandatory kindergarten programs and a new get-tough attendance law, increased teacher salaries, paid for classroom aides, and created a number of commissions to study other major issues.

Mississippi has since restructured its board of education, shifted from an elected to an appointed state superintendent, and developed a new teacher-appraisal system. High-school students now must pass a functional-literacy test in order to graduate.

Progress Cited

According to a recent report from the state superintendent of education, these reforms have led to improvements in some—but not all—areas. Test scores are up, especially in the early grades. Teacher salaries are no longer at rock-bottom, although they have yet to reach the levels called for in the reform law.

But much work remains to be done, according to the state superintendent, Richard A. Boyd.

"As tempting as it is to bask in the glow of our achievements," he wrote in his report, "our students on the average still lag behind those in other states, and we can ill afford to rest."

Mississippi's dropout rate, he noted, remains largely unchanged. The state's average teacher salary, ranked last in the nation in 1982, ranks second-to-the-last today.

More than any other issue, the salary question has come to dominate the political agenda, according to state leaders. The issue figured prominently in this year's gubernatorial race.

"We are going to have a teacher shortage of crisis proportions within the next 10 years," said State Representative Robert G. Clark Jr., the chairman of the House Education Committee. "Our immediate goal has to be to raise salaries."

The powerful Mississippi Association of Educators has demanded that the state raise salaries to match the average for the Southeastern states—the goal called for in the reform law. Governor-elect Raymond Mabus Jr. has publicly endorsed that demand, but other leaders wonder if the state can afford it.

The state education department, for its part, wants the legislature to fund a new remediation effort aimed at high-school students. "The success of education reform in Mississippi depends largely now on how well we can address the problem of students at risk," Mr. Boyd wrote in his report.

Black leaders in the state, however, worry that existing remediation and special-education programs are being used in many districts to segregate students by race.

Such practices, they argue, label black students as poor achievers and exclude them from college-preparatory courses. A spokesman for the state education department denied such charges, saying that placement in remedial and special-education programs is based strictly on socio-economic factors.

According to the department, white students account for less than 1 percent of those served by the Chapter 1 program. Of those students labeled as the educable mentally retarded, 80 percent are black. About 52 percent of the state's overall student population is black.

White Support Questioned

With white students largely absent from public schools in many parts of the state, educators and political leaders are watching to see whether white taxpayers will continue to support expensive reform measures that do not directly benefit their own children.

According to Representative Clark, white voters have begun to recognize the importance of education in improving Mississippi's dismal economy.

According to Mr. Winter, the state's former governor, the popularity of educational improvement was demonstrated in this year's gubernatorial race. Both candidates, he noted, played major roles in developing and passing the 1982 reform law.

"The political direction of the state is very encouraging to the maintenance of a reform effort," he said.

But even as that effort begins to take root, observers wonder if white parents and their children can be lured back from private academies.

Black educators remain skeptical, but Mr. Winter says he is optimistic that the trend can be reversed.

"I think you are already beginning to see it in those areas where it has been demonstrated to . . . white parents that the resources available [in the public schools] are broader and richer than they can find in the private schools," he said.

STATE JOURNAL

What's in a name? In Illinois, no reprieve for the 'Tully monster'

An apparent lapse of memory has put Gov. Kay A. Orr of Nebraska in the doghouse with state education leaders who want 1988 designated as "the year of education" in the Cornhusker State.

For several weeks now, the education community and Governor Orr have been debating whether next year will officially receive that designation.

The educators contend that the idea came from the Governor. Ms. Orr first said she could not remember coining the phrase, but her memory was jogged when reporters noted last month that she had in fact written "1988 is the year of education" in an Aug. 13 speech delivered to a civic group in Lincoln on her behalf by Joe Lutjeharms, the state school commissioner.

At a news conference in Lincoln early last month, the Governor said, "I hope we can get away" from using the slogan.

"Remember," she added in an Oct. 27 speech to the Omaha Rotary Club, "education is not a sprint that we are on. It's a marathon. It would be a disservice to over-promise."

The Governor's apparent turnaround does not sit well with groups that had hoped the battle cry would help bring about higher levels of state aid to schools.

"It became a big deal to us," said Joe Higgins, vice president of the Prairie Fire Foundation, the civic group to whom the August speech was read. "It seemed that she was ready to make a commitment to education like she made to business last year."

■

The Illinois Senate has sealed the fate of the "Tully monster."

In September, Gov. James R. Thompson vetoed a bill that would have authorized a statewide referendum among elementary-school students on whether to designate as the state's official fossil *Tullimonstrum gregarium*—a marine mammal that 300 million years ago prowled the swamps that would later become Joliet.

The House voted to override the veto last month. So too did a majority of the members of the Senate, but not by the three-fifths margin needed to pass the bill over Mr. Thompson's objection.

State Representative Helen Satterthwaite, the bill's sponsor, said last week that she did not expect to re-introduce the measure during the legislature's next session.

"Obviously, I'm disappointed, having come so close," Ms. Satterthwaite said. She said the fact that lawmakers will convene in a short session next year makes it unlikely that the measure can be passed in 1988.

—T.M.

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Southwest Must Face Needs Of Minorities, Report Warns

Continued from Page 8

student population grows, it continues, "this imbalance threatens to get worse before it gets better."

The report suggests that any hasty imposition of tougher new certification standards "will further reduce" the number of minority teachers. Adequate resources and sufficient preparation time must accompany any modifications in certification requirements, the report argues.

The WICHE panel urges school districts to cooperate with schools of education to find ways of boosting the supply of minority teachers.

In addition, it argues that admission to undergraduate and graduate teacher-training programs should be based on criteria that include more than scores on standardized tests, which minorities tend to fail at a disproportionately higher rate than whites.

But efforts should also be made, it adds, to improve minority performance on such tests.

In light of the Southwest's large immigrant population, another concern for the region is the scarcity of qualified teachers for bilingual-education programs, the reports says.

It notes that the percentage of college graduates certified to teach bilingual education nationwide has dropped by more than one-half over the past decade.

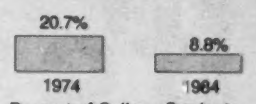
Recommendations

The WICHE panel also urges that:

- Schools ensure that all students become proficient speakers of the English language "at the earliest possible point," but recognize "the value of multilingualism for individuals and society."
- Schools not "track" students in ways that preclude solid academic preparation for college.
- States continue to promote greater equality in per-student resources, and provide the resources necessary to eliminate the disadvantages minority students face.

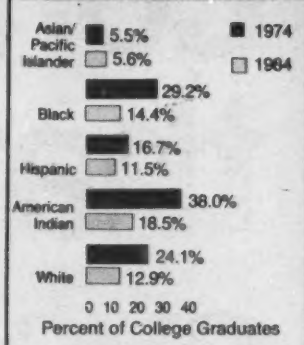
Copies of the 38-page report can be ordered for $5 each from WICHE, P.O. Drawer P, Boulder, Colo. 80301-9752.

Bilingual Training Among U.S. College Graduates Certified To Teach 1974 and 1984



Percent of College Graduates Certified to Teach

Percent Of College Graduates Certified To Teach 1974 and 1984



SOURCE: U.S. Department of Education

Conn. Plan Would Aid Deficient Districts

Continued from Page 1

ana, peg remedial aid to student-achievement levels, he said, while California briefly provided bonuses to individual schools whose pupils performed well on tests.

Connecticut's Educational Equity Study Committee, which has been monitoring disparities in state education funding over the past 10 years, was instructed by the legislature 18 months ago to create a new finance formula to take effect in the 1989-90 fiscal year.

The formula is intended to combine general state aid with aid from the 1986 Education Enhancement Act, which provides funds to enable districts to raise teacher salaries, after the act expires in 1989.

Also guiding the panel's deliberations was a 1977 court order requiring the state to provide equal educational opportunities for students in poorer communities.

Foundation Aid

In addition to linking aid to deficiencies in student achievement, the committee's plan would set a minimum foundation level of per-pupil spending. And it would raise the state's share of districts' education spending to 50 percent—up from its current 43 percent—to help poorer districts reach the foundation level.

In its final session last week, the committee agreed to set the foundation level at about $4,800 per pupil in the 1992-93 school year, the anticipated first year of full implementation, or about 80 percent of what the highest-spending district is expected to spend next year.

Districts would receive state funds to enable them to spend at least the foundation level for each "need pupil."

The number of such pupils would be calculated by taking a district's total enrollment, then adding 25 percent of the number of its pupils in the federal Aid to Families with Dependent Children program and 25 percent of its pupils scoring at the remediation level on statewide tests.

Scores from the tests, which are taken by all students in grades 4, 6, and 8, would be averaged over three years to minimize any "rollercoaster effect," according to Thomas P. Mondani, executive director of the Connecticut Education Association and a member of the finance panel.

> *"If a population of children has not reached mastery level, they need whatever it takes—smaller class sizes, more equipment."*
>
> —State Rep. Naomi Cohen

The amount of state aid a district would receive would depend on its financial need, as determined by its amount of property value per "need pupil."

Forty-nine wealthy towns that would not meet the level of need established under the formula would continue to receive the same amounts they are currently eligible for, plus an additional 1 percent each year.

Effectiveness Disputed

The committee's proposal would require $1.12 billion in aid to districts in 1992-93, a $354-million increase over Commissioner Tirozzi's request for fiscal 1989. The committee agreed to phase in the plan over four years and to provide an additional $88 million in state aid each year.

Several members of the panel argued that the committee's funding proposal was insufficient to eliminate the disparities between wealthy and poor districts, and they unsuccessfully proposed an alternative that would raise state aid to $1.7 billion a year.

"The committee arrived at its decision based on the finances of the state, not based on whether their proposal would achieve equity," argued John F. Mannix, a member of the state board and one of five committee members who voted against the final plan.

"That was not the statutory charge of the committee," he said. "That's the job of the appropriations committee and the Governor."

"On top of that," he continued, "the amount of money they are putting in the foundation is below what is necessary to achieve equity."

'Responsible Bottom Line'

But other members of the committee defended the proposal as politically realistic.

"This is a responsible bottom line," said State Senator Kevin B. Sullivan, Senate chairman of the legislature's education committee. "I don't think [a higher funding level] is responsible at a time when there are other state demands on revenues."

Mr. Sullivan said he voted against the plan, however, because he objected to the provision that would measure a district's property wealth on a per-pupil basis, rather than per capita, as is now the case.

Such a shift, he said, would effectively reduce state aid to 62 towns, chiefly suburbs with large numbers of older residents.

Mr. Sullivan said he would seek a compromise on that provision in the legislature if, as expected, the state board submits the plan for consideration.

Although the plan's basic structure will probably remain intact, added Representative Cohen, amendments to it are likely.

"This is step one," she said. "It's a good step. But it's far from the final decision. There are a lot more players before it becomes final."

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EDUCATION WEEK

American Education's Newspaper of Record | Volume VII, Number 14 · December 9, 1987 | *© 1987 Editorial Projects in Education / $2.00*

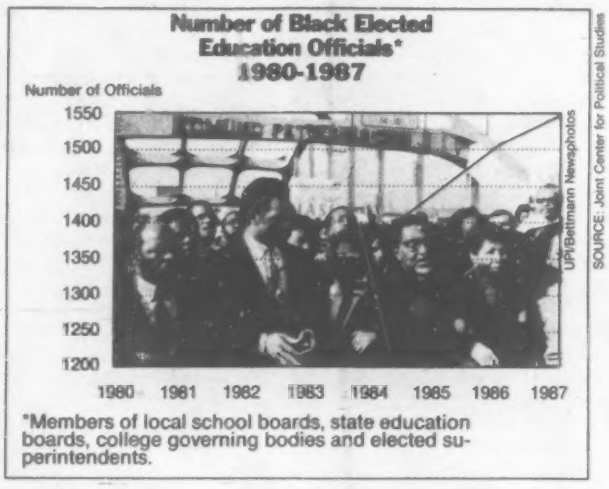

Photo: Rights leaders in 1985 commemorative march in Selma, Ala.

A Vote for Power

The Goal Is a Role in School Governance; The Tool Is U.S. Law

By William Montague

In a bid for greater influence over the way their local schools are run, blacks, Hispanics, and other minority groups are wielding a powerful tool for forcing political change—the federal Voting Rights Act.

Spurred by changes in the law and a recent U.S. Supreme Court ruling, civil-rights activists in a number of states have stepped up legal attacks on election laws that they claim prevent minority groups from obtaining a fair share of political power.

In Alabama, for instance, the NAACP Legal Defense and Educational Fund and the Alabama Democratic Conference—the state's major black political organization—filed suit earlier this year against a total of 180 governmental bodies, including nearly 30 county school boards.

In Mississippi, another 32 county school systems are under challenge from the N.A.A.C.P., which alleges that districts' boundaries unfairly exclude black voters. Other major cases are pending in Arkansas, Illinois, North and South Carolina, Texas, and Virginia.

These challenges, experts say, could significantly increase minority representation—and political influence—on the thousands of school boards and other governmental bodies that control education at the grassroots level.

The goal is to ensure "that the black community

Continued on Page 16

Lawsuit Challenges Chapter 1 and 2 Aid To Church Schools

By Kirsten Goldberg

A group of parents in San Francisco has filed what lawyers say is the broadest challenge to date to the provision of Chapter 1 and 2 services to students in sectarian schools.

The parents charge that the federal remedial-education and block-grant laws' requirement that children in church-affiliated schools receive "equitable" services is, in and of itself, a violation of the First Amendment's ban on state establishment of religion.

Similar pending lawsuits in other states—and prior rulings by the U.S. Supreme Court—focus only on the constitutionality of the methods used to provide aid to students in such schools.

The U.S. Education Department, acknowledging that the case has national implications, has intervened in the suit to defend the programs' mandates.

"Until Chapter 1 and 2 are disengaged

Continued on Page 20

Texas Teacher Educators in Turmoil Over Reform Law's 'Encroachment'

By Lynn Olson

Texas lawmakers decided last year that future educators were spending too much time learning how to teach, and too little time mastering their academic subjects.

So they came up with what was, at face value, a very simple solution: They required that after Sept. 1, 1991, all prospective teachers have an academic major in order to be certified.

And they prohibited the state board of education from requiring those seeking certificates to take more than 18 undergraduate-credit hours in education—including student teaching.

That simple solution, however, has caused an explosion of anger and confusion among education-school faculty, who are rushing to reshape their programs for next fall's freshman class, which graduates in 1992.

Some deans predict that the changes—which will eliminate all undergraduate education majors—could cut their faculty in half.

Others worry that the new law will seriously hamper attempts to move teacher preparation to the graduate level, as several national studies have suggested.

If individuals are allowed to become certified based on a maximum of 18 credit hours during their first four years of college, these educators argue, there will be no incentive for students to enroll in either extended five-year or so-called "fifth year" programs.

There is also some question about whether lawmakers intended to restrict all teacher preparation to the undergraduate level.

"It is an encroachment on the profession," said James L. Williamson, dean of education at East Texas State University at Commerce.

"Can you imagine legislators restricting the preparation of a doctor or lawyer, and specifying the number of hours it would take?" he asked. "And yet they seem quite willing to do it for the preparation of teachers."

"It really has put us in limbo," added Peter J. Gilman, dean of education at Hardin-Simmons University and president of the Texas Association of Colleges for Teacher Education. "We're sitting here advising students

Continued on Page 19

Consortium Topples Ohio State's Hold On Voc.-Ed. Center

By Reagan Walker and Julie Miller

WASHINGTON—Education Department officials said last week that Ohio State University will lose the National Center for Research in Vocational Education to a consortium of research institutions led by the University of California at Berkeley, despite Congressional attempts to prevent the relocation.

Senator Howard M. Metzenbaum of Ohio brought the decision and the dispute surrounding it into the public arena last week when he attached an amendment to the omnibus education reauthorization bill that would delay the award of the five-year, $30-million center grant until an investigation of the selection process has been conducted.

His move was largely a symbolic one, however, since the legislation will not become law until spring.

Education officials also said the depart-

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Also in the news

5 **Ga. Teachers Who Failed Test Still in Classroom**
State says 90 teachers who lost their certificates have been "reclassified" as substitutes.

6 **Holmes Group Leaders See Gains But Accept One Loss**
Washington State University withdraws; board eyes plans for "staying the course."

13 **Education Official Resigns At Behest of White House**
Justin W. Dart Jr., E.D.'s commissioner of rehabilitation services, bows out of conflict.

Normed Tests Skewed To Find Most Pupils 'Above Average,' a Disputed Study Finds

By Robert Rothman

The overwhelming majority of elementary-school pupils nationwide score above the average on normed achievement tests, results from a controversial new 50-state survey indicate.

The survey, believed to be the first of its kind, obtained average scores from the 32 states that test elementary students statewide, as well as selected averages for district-administered tests in the 18 states without statewide assessments.

The findings are contained in a report released last week by Friends for Education, an advocacy group for public education in West Virginia.

Most states using one of the six major standardized achievement tests offered by commercial firms are "well above the national average" in all elementary grades and subjects, according to the study.

Such findings suggest that norm-referenced tests—in which students are compared with a group tested in the past, not with other current test takers—"do not represent an accurate appraisal of educational performance," argued John Jacob Cannell, the group's president and author of the report.

"The main purpose of the tests is looking good," said Dr. Cannell, a Beckley, W.Va., physician who financed the survey with

Continued on Page 15

Publication Schedule

Because *Education Week* is relocating its offices during the week of Dec. 7, Issue 15, scheduled for publication on Dec. 16, will be combined with Issue 16 and will be published on Jan. 13, 1988. In accordance with its regular publishing schedule, *Education Week* will also not publish on Dec. 23, Dec. 30, or Jan. 6.

The address of the new editorial and business headquarters of *Education Week* is: Suite 250, 4301 Connecticut Ave., N.W., Washington, D.C. 20008; (202) 364-4114.

Subscription orders and inquiries should be directed to *Education Week*, P.O. Box 6987, Syracuse, N.Y. 13217.

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IN SUMMARY

An Issue Left Unresolved
Two state legislators lack legal standing to defend New Jersey's moment-of-silence law, the U.S. Supreme Court has held, in a ruling that leaves unresolved the constitutional status of 24 comparable laws. **Page 5.**

'Sanctity' of Tests Questioned
College-entrance tests have acquired a "sanctity" unintended by their creators, and would be better used for diagnostic than admissions purposes, the president of the American Council on Education said last week. **Page 5.**

An Update on AIDS Education
A new national survey has found that legislatures or state boards of education in 18 states have mandated AIDS instruction in public schools—a number that has more than tripled since a similar poll was conducted last June. **Page 7.**

A 'Summit' in New York . . .
Gov. Mario M. Cuomo of New York, intervening for the first time in the dispute over the governance of the New York City schools, plans to hold a "summit" this week to discuss the future of the city's board of education. **Page 9.**

. . . And in Alabama?
Gov. Guy Hunt of Alabama, saying that he wants the state's next legislative session to be an "education summit," has unveiled a wide-ranging school-reform package that critics contend the state cannot afford. **Page 10.**

A Compromise in New Jersey
The powerful New Jersey Education Association has thrown its support behind a compromise bill that would allow state takeovers of "academically bankrupt" districts, while retaining tenure rights for school officials. **Page 11.**

One Dissent on Reauthorization
With just one dissenting vote—cast by Senator Jesse A. Helms of North Carolina—the Senate last week approved a mammoth bill that would reauthorize $7.4 billion in federal programs aiding education. **Page 12.**

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EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 6987, Syracuse, N.Y. 13217. Volume VII, Issue 14.

ACROSS THE NATION

STATES

Delaware State Board Sets 7½-Hour Workday for Teachers

Public-school teachers in Delaware must spend at least 7½ hours a day at school, the same amount of time other state employees are required to spend at work, under a new policy that has drawn sharp criticism from the state teachers' union.

Prior to the adoption last month of a statewide definition of a teacher's workday by the Delaware Board of Education, the number of hours teachers were required to be at school each day was set by local districts, usually through contract negotiations.

The new rule "is part of a campaign by the board to advance the professional standing of teachers," said Ambrose W. Hagarty, a spokesman for the department of public instruction.

"The sense is that most teachers work well beyond the minimum, but there are some who do not," Mr. Hagarty said. The purpose of the regulation, he said, "is to make clear to everyone that teachers work at least as long as other state employees."

The Delaware State Education Association, an affiliate of the National Education Association, objects to the policy.

"This is an example of the state usurping control from local districts," said Mary Anne Galloway, president of the DSEA. The board's action violates state laws governing collective bargaining by public employees, she asserted.

Under the law, she said, "working conditions, which include work hours, are a matter for local negotiations." The union may challenge the new policy in court or ask the legislature to "clarify" the law, she said.

■ **The Louisiana Association of Educators** has criticized the state board of elementary and secondary education for waiving limits on class size in nearly a third of the state's school systems.

In the past two months, the board has approved waivers for certain classes in approximately 22 public-school parishes.

The waivers were necessary because of the "great financial strain" that school districts have been under in the past two years, said James Meza, executive director of the board. Most of the requests, he said last week, have come from rural and poor districts.

But, according to a spokesman for the teachers' union, the waivers "make a mockery of the board's own rules governing class-size limitations." Board regulations limit classes to 29 students in grades K-3 and 33 students in grades 4-12.

Some of the waivers have enabled classes to exceed those limits by as many as 8 students.

Virginia Budd, president of the union, said the waivers were a "Band Aid" solution to the problem of inadequate funding for schools and would make it harder for teachers to serve the needs of individual children.

■ **A group of parents in Wagoner County, Okla.,** has legal standing to sue to prevent a boy carrying the AIDS virus from attending a local school, the Oklahoma Supreme Court has ruled.

The Nov. 24 ruling reverses a decision made in October by a Wagoner County judge and opens the way for a trial on the matter in the local district court, according to a spokesman for the group, the Concerned Parents Association.

The parents contend that the unidentified 8-year-old boy poses a health risk to their own children because he has emotional problems and has been known to bite others.

■ **Education officials in Mississippi say they will no longer allow** districts to employ school-bus drivers who are younger than 18.

After the end of the current school year, about 30 under-age bus drivers will be denied state certification, according to officials at the state board of education.

Some rural districts have traditionally coped with a scarcity of adult drivers by allowing some 17-year-old students to operate buses. But the U.S. Labor Department has refused to renew an exemption from the federal child-labor law that would have permitted the practice to continue.

Five other states currently allow districts to use under-age drivers, according to Leonard Cain, director of transportation for the Mississippi education department.

Recently, however, some of those districts have attempted to replace teen-age drivers with adults.

DISTRICTS

Indiana City Judge Sends Pupils To Jail for Poor School Grades

A Hammond, Ind., city judge has sentenced eight teen-agers to jail for receiving poor grades in violation of probation requirements he had set for their convictions on illegal-drinking charges.

The students had been convicted of possession or consumption of alcohol, according to Bobbi Costa, city court administrator.

Hammond's program for juvenile offenders allows charges to be dismissed and removed from their records if the teen-agers adhere to a strict curfew, work 20 hours in a work program, submit to random drug testing, and do not receive any grade below a C. The probation period is one year.

When the eight students received D's and F's on their report cards, City Judge Peter Katic last month ordered them to serve 60 days in the juvenile section of a county jail.

Four were released within a few days after their lawyers renegotiated a sentence that increased the work-program hours to 100 hours and required the students to stay at home when not working.

The other four students are still serving their time, which includes academic instruction. They will be eligible for release after 30 days.

Florida School District's Clinic Testing Applicants for Drug Use

The Palm Beach County, Fla., school district has established its own health clinic to provide services that include mandatory drug testing for all prospective employees.

The clinic, which conducts pre-employment physical examinations and treats employees injured on the job, is believed to be the first of its kind in the state, district officials said.

A major purpose of the clinic, which opened in July, is "to make sure we hire employees that can safely and fully perform the requirements of their jobs," Roger C. Anderson, director of the district's department of risk management, said last week.

During the first three months the clinic was in operation, nurses performed examinations on 1,235 job applicants. Of those job seekers, 45 tested positive for illegal-drug use and 9 were found to have medical conditions that temporarily or permanently disqualified them for consideration, Mr. Anderson said. An unspecified number of job candidates, he added, refused to submit to the drug test.

Those who tested positive for drug use were told of the finding and informed that they could reapply after 90 days. "We recognize that people can be rehabilitated," Mr. Anderson said.

James K. Green, a lawyer for the Florida affiliate of the American Civil Liberties Union, said the school board's drug-testing policy "is flawed, to say the least."

"If we receive a complaint from a person who wants to stand up against it, we are ready, willing, and able to represent them" in court, Mr. Green said last week.

■ **Most black and Hispanic students at the Boston Latin School** transfer out of the academically rigorous public school before graduating, despite an extensive minority-retention program, according to new figures released by school officials.

Nearly 60 percent of the school's black and Hispanic students transfer to other schools, compared with 25 percent of its white students and 8 percent of its Asian students, according to the headmaster, Michael Contompasis.

A 1974 federal-court order required the school, which enrolls students in grades 7-12, to lower admission requirements for minorities in order to maintain a minority enrollment of at least 35 percent. Before the court order, the school was about 10 percent minority, and more than two-thirds of those students left before graduating, Mr. Contompasis said.

The 352-year-old school, the oldest public school in the country, is expected to spend $228,878 this year on a minority-retention program, which includes pre-enrollment orientation, tutoring, and support services.

■ **U.S. District Judge Stephen N. Limbaugh,** calling the financial records of the St. Louis public schools "complicated and confusing," has ordered an independent audit to determine if the district has excess resources that could be used to help finance its desegregation plan.

In July, the U.S. Court of Appeals for the 8th Circuit said the district should use the "substantial balance" of uncommitted funds remaining from the 1986-87 school year to reduce pupil-teacher ratios in magnet and predominantly minority schools as called for in the plan.

In a ruling late last month, Judge Limbaugh said an independent audit was necessary before he could determine how to implement the appellate court's ruling.

The audit, which will be conducted by the accounting firm of Price Waterhouse, should also look at the district's overall management structure to determine "the best potential opportunities for reallocating resources to desegregation and related capital programs," Judge Limbaugh wrote.

■ **Airport authorities in the Minneapolis area** will provide $1 million over the next two years to soundproof four elementary schools located near the busy Minneapolis-St. Paul International Airport.

Educators and students at the four schools have complained that the roar of

DATABANK

U.S. Elementary-School Students' Normed Achievement-Test Results

The following are state-reported results of nationally normed achievement tests, most commercially available, compiled by Friends for Education, a West Virginia-based advocacy group. Copyright © 1987 by Friends for Education.

ALABAMA
April 1987 — Stanford Achievement Test, Form F, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
1	57,399	54	N/A	53	54	55	70.5%
2	52,146	51	N/A	63	56	57	78.3%
4	51,467	36	58	59	54	53	78.5%
5	48,471	48	55	60	52	50	58.5%

Mean Individual Percentile Ranks

SOURCE: Chief State School Officer's Report

ARKANSAS
Spring 1987 — Metropolitan Achievement Test, 6th Edition, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
4	29,491	60	63	67	64	65%	86.5%

National Percentile Rank from Mean Normal Curve Equivalents

SOURCE: Arkansas Standardized Testing Program Report

ARIZONA
April 1987 — Form H — Iowa Test of Basic Skills, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
1	49,449	46	64	55	55	N/A	N/A
2	44,987	58	67	57	61	N/A	N/A
3	43,118	51	66	50	56	N/A	N/A
4	42,490	50	62	51	55	N/A	N/A
5	40,087	57	59	53	56	N/A	N/A
6	39,871	53	57	54	55	N/A	N/A

Percentage Of Children At Or Above 50th Percentile

*Number of Students Tested in Reading

SOURCE: Arizona Department of Education

CALIFORNIA
Spring 1986 — California Assessment Program (State Developed Test)

Matrix Sampling Technique — Scores Normed with CTBS/U National Norms, 36 test forms for each grade level

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
3	310,008	55	51	63	N/A	N/A	N/A
6	287,478	54	54	66	N/A	N/A	N/A

Estimated National Percentile Ranks

SOURCE: California Assessment Program Annual Report 1985-86

COLORADO
April 1986 — Form G — Iowa Test of Basic Skills, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average*	% of Districts Above Average
3	39,251	54	59	52	N/A	54.9%	77.5%
6	37,351	54	48	52	N/A	56.8%	69.7%

National Percentile Ranks

*In Reading

SOURCE: Results of the 1985-86 Colorado Student Testing Program

DELAWARE
April 1986 — Form V — Comprehensive Test of Basic Skills, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
1	N/A	52.6	N/A	58	N/A	N/A	100%
2	N/A	57	63.2	68.3	62.2	N/A	100%
3	N/A	55	66	63	63.3	N/A	100%
4	N/A	56	57.5	60.1	57.6	N/A	100%
5	N/A	52.7	57.4	61.7	56.1	N/A	100%
6	N/A	54.1	59.8	61.6	59	N/A	100%

Normal Curve Equivalents

SOURCE: Delaware Educational Assessment Program 1986 Statewide Test Results Summary Report

GEORGIA
Spring 1987 — Form G — Iowa Test of Basic Skills, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
2	81,769	61	71	73	68	65.8%	89.8%
4	76,627	53	59	62	57	71.9%	67.2%

National Mean Percentile Scores

SOURCE: 1986-87 Student Assessment Test Summary

HAWAII
Spring 1987 — Form E-7th Edition — Stanford Achievement Test, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
3	12,500	77 (42)	81 (46)	81 (75)	81 (N/A)	N/A	N/A
6	11,500	77 (49)	78 (55)	79 (76)	80 (N/A)	N/A	N/A

Percentage of children average and above average (Stanine 4 or above)
National Group Percentile Ranks in parentheses

SOURCE: Administrator of Testing-Hawaii Department of Education

IDAHO
March-April 1986 — Form G — Iowa Test of Basic Skills, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
8	14,872	57	56	55	54	59.5%	80.2%

National Percentile Rank

SOURCE: Coordinator for Guidance, Assessment and Evaluation
Idaho State Department of Education

INDIANA
1983-84 (Last Year Results Collected) — Various Nationally Normed Tests, ITBS Most Common

Grade	Number Tested	Reading	Language (Composition)	Math	Total Battery	% of Students Above Average	% of Districts Above Average
Primary	N/A	87.9	89	86.2	85.1	N/A	N/A

Scores Reported as Percentage of Students in Stanine 4 or Above
(All scores indicate above-average achievement)

SOURCE: School Achievement in Indiana

IOWA
1986-87 — Form G & H — Iowa Test of Basic Skills, National Norms

Grade	% of Students Above Average	% of Iowa Schools Above Average
K	68	86
1	74	90
2	72	91
3	71	90
4	72	92
5	73	94
6	73	96

SOURCE: Score Reports and Norms - 1986-87

KENTUCKY
April 1986 — Kentucky Essential Skills Test, Modification of CTBS - Form U

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
1	53,527	52.6	N/A	65.9	N/A	N/A	N/A
3	47,337	58.4	51.8	71.3	57.8	64.1%	93.3%
5	45,855	60.8	69.3	59.3	66.1	79.6%	100%
4	43,035	58.2	56.4	59.2	57.5	61.9%	92.7%
5	42,400	53	60.8	59.5	56.5	60.1%	92.7%
6	40,403	56.8	54.6	62.3	58.1	64.1%	95.5%

Scores in Normal Curve Equivalents

SOURCE: KEST Statewide Testing Results

MAINE
1985-86 — Maine Educational Assessment (State Developed Test), Matrix Sampling and Common Testing, 16 Different Tests

Grade	Number Tested	Reading	Math	Social Studies	Science	% of Students Above Average	% of Districts Above Average
4	14,012	+13.5	+6.9	+0.4	+2.2	N/A	N/A

Scores reported in terms of being above average in average percent correct

SOURCE: Maine Educational Assessment - 1985-86 State Summary and Interpretations Report

MARYLAND
Fall 1985 — Form C — California Achievement Test, National Norm

Grade	Number Tested	Reading Comprehension	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
3	37,458	3.6 (70)	3.8 (79)	3.5 (75)	N/A	N/A	95.8%
5	37,644	6.0 (83)	7.0 (98)	5.9 (90)	N/A	N/A	87.5%

Grade Equivalent Scale
National Percentile Rank in parentheses

SOURCE: Maryland Accountability Testing Program - Annual Report 1985-86

MISSISSIPPI
April 1987 — Form E — Stanford Achievement Test, Stanford Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
1	43,560	53.2	N/A	49.9	51.7	N/A	N/A
4	37,017	47.9	52.0	50.7	49.5	N/A	N/A
6	33,477	46.6	51.7	50.7	49.1	N/A	N/A
					50.1 (Average)		

Mean National Normal Curve Equivalents

SOURCE: Skills Analysis for Mississippi 1987 Results

NEVADA
1985-86 — 7th Edition — Stanford Achievement Test, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
3	10,000	93	94	93	N/A	N/A	N/A
6	10,000	90	89	90	N/A	N/A	N/A

The percentage of students who scored in Stanine 4 or Above
(Only information available)

SOURCE: The Nevada Proficiency Examination Program - Results of 1985/1986 Examinations

NEW HAMPSHIRE
October 1986 — Form E — California Achievement Test, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
4	11,381	65	61	61	62	62.7%	100%

Median National Percentile Ranks

SOURCE: Highlights of Results - 1986

NEW MEXICO
March 1987 — Form U — Comprehensive Test of Basic Skills, National 1981 Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
3	20,862	50.2	55.8	58.4	57.1	60%	80.7%
5	19,139	54.0	56.0	62.3	55	59%	79.6%

National Percentile Ranks

SOURCE: New Mexico Standardized Testing Program Report - 1985-86 School Year
New Mexico Department of Education

NORTH CAROLINA
Spring 1987 — Form E — California Achievement Test, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
1	86,050	57	53	71	N/A	N/A	N/A
2	80,946	53	60	69	62	N/A	88.7%
3	79,892	54	60	63	58	N/A	87.9%
6	80,413	50	56	59	55	N/A	79.4%

Median National Percentile

SOURCE: Report of Student Performance, Division of Research

NORTH DAKOTA
September 1986 (Both SRA and ITBS Used in North Dakota) — Form G — Iowa Test of Basic Skills, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
2	214	77	83	71	77	N/A	N/A
3	2,774	67	65	60	65	N/A	N/A
4	694	69	66	59	64	N/A	N/A
5	2,008	68	64	64	66	N/A	N/A
6	603	68	67	63	67	N/A	N/A

Percentile Rank of Average Grade Equivalent

September 1986 — Form P — Science Research Associates, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
1	785	63	N/A	69	55	N/A	N/A
2	1,033	69	64	66	69	N/A	N/A
3	2,495	72	68	56	65	N/A	N/A
4	1,277	74	72	62	72	N/A	N/A
5	2,286	71	68	66	70	N/A	N/A
6	1,055	73	68	71	72	N/A	N/A

National Percentile Ranks

SOURCE: Director of Testing, North Dakota - Department of Public Instruction

OKLAHOMA
February 1987 — 6th Edition — Metropolitan Achievement Test, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
3	41,190	62	60	61	64	N/A	79%

National Percentile Rank of Mean Normal Curve Equivalents

SOURCE: Oklahoma School Testing Program Summary Report - 1986

OREGON
February 1987 — Oregon Assessment Program (State Developed Test), Equating Study With California Achievement Test, Form E, National Norms

Grade*	Number Tested**	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
8	4,513	58	N/A	49	N/A	N/A	N/A

National Percentile Rank
*Earliest Grade Tested
**Sample Of Students Tested

SOURCE: 1987 Eighth Grade Assessment of Reading, Mathematics and Writing Summary Report, July 1987

PENNSYLVANIA
March 1987 — Testing for Essential Learning And Literacy Skills (TELLS) Equating Study With ITBS

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
3	105,564	79.4*	N/A	84.6*	N/A	N/A	N/A
5	100,724	78.3*	N/A	81.6*	N/A	N/A	N/A

Mean Percent of Items Correct
*All scores are above the Estimated National Mean, but national norm is not 50 percentile

SOURCE: Testing for Essential Learning and Literacy Skills 1986-87 Statewide Test Results

RHODE ISLAND
Spring 1986 — Rhode Island Statewide Assessment Program—Scores Normed With Metropolitan Achievement Test (MAT), Edition 6

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
3	8,310	64	64	59	63	63.9	94.7%
6	8,381	64	65	63	65	65.4	91.9%

Percentile Rank of Average Scores

SOURCE: Rhode Island State Assessment Program 1985-86 Basic Skills, Health Knowledge and Physical Fitness Testing Results

SOUTH CAROLINA
March 1987 — Form U — Comprehensive Test of Basic Skills, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
4	44,946	56.1	64.3	67.6	61.2	62.9%	82.4%
5	42,831	50.9	59.4	64.2	54.4	54.5%	52.6%

Median National Percentile Scores

SOURCE: Preliminary Report of the 1987 Statewide Testing Program

SOUTH DAKOTA
April 1987 — Form F — Stanford Achievement Test, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
4	9,562	58.6 (85)	59.7 (90)	60.1 (91)	57.9	72%	N/A

Normal Curve Equivalents
National Percentile Ranks in parentheses

SOURCE: Skills Analysis for South Dakota State

TENNESSEE
Spring 1987 — 7th Edition — Stanford Achievement Test, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
2	62,456	64	86	86	N/A	N/A	82.9%
5	57,717	52	66	68	N/A	N/A	61.9%

Group Percentile Rank of the Mean Scaled Scores

SOURCE: Tennessee Test Results - 1986-87

TEXAS
February 1986 — Texas Educational Assessment of Minimum Skills—Equated With Metropolitan Achievement Test, 6th Edition

Grade	Number Tested	Reading	Writing	Math	Total Battery	% of Students Above Average	% of Districts Above Average
1	268,656	62	66	70	N/A	N/A	N/A
3	236,592	47	61	62	N/A	N/A	N/A
5	225,601	53	63	62	N/A	N/A	N/A

SOURCE: Student Performance Results for 1985 and 1986

UTAH
April 1984 — Form U — Comprehensive Test of Basic Skills, National Norms

Grade	Number Tested*	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
5	4,590	59	55	66	N/A	N/A	N/A

*Sample of students tested

Utah administers the test to students under strict security (no regular teachers administer the test)

SOURCE: Utah Statewide Educational Assessment General Report 1984

VIRGINIA
Spring 1987 — Level E - Form 1 — Science Research Associates Test, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
4	67,567	58	62	61	N/A	N/A	60.5%

National Percentile Ranks

SOURCE: Virginia State Assessment Program 1986-87

WASHINGTON
October 1986 — 8th Edition — Metropolitan Achievement Test, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
4	52,779	56	52	53	56	N/A	65.1%

Median National Percentile Rank

SOURCE: Washington Statewide Assessment Grades 4, 8, 10-Fall 1986

WEST VIRGINIA
March 1987 — Form U — Comprehensive Test of Basic Skills, National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
3	23,961	61	72	54	65	69.2%	98.2%
6	23,371	58	62	66	62	64.5%	92.7%

Mean Percentile Scores

SOURCE: Coordinator, West Virginia State-County Testing Program

WISCONSIN
February-March 1986 — Form U — Comprehensive Test of Basic Skills, National Norms

Grade	Number Tested*	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
4	1,580*	68	63	68	N/A	N/A	N/A

Median National Percentile Rank
*Sample Of Students Tested

SOURCE: Wisconsin Department of Public Instruction

Normed Tests Are Criticized

Continued from Page 1

$11,000 of his own money.

Such tests "allow all states to claim to be above the national average," he wrote.

Based on the most recent results available, 90 percent of school districts and 70 percent of students tested performed above the average on nationally normed tests, the report estimates.

Those scores are inflated because testing companies set norms that are artificially low, Dr. Cannell charged. Test publishers "want to have good news to sell to superintendents," he said in an interview.

Moreover, he contended, gains in student performance since such tests were normed can be attributed to teachers' concentration on teaching material they know will be tested.

To improve the accuracy of the test results, he concluded, testing companies should annually set national norms that truly represent a level at which half the children tested would score above the 50th percentile.

Most test makers renorm tests every five to seven years, according to testing-company officials.

Conclusions Disputed

Most test publishers and education officials interviewed last week took sharp exception to the conclusions of the report, "Nationally Normed Elementary Achievement Testing in America's Public Schools: How All 50 States Are Above the National Average."

They denied that test scores are artificially inflated, and said that the relatively high level of performance reflects genuine improvement in student achievement.

Other indicators, such as scores on the National Assessment of Educational Progress and college-admissions tests, confirm that student achievement has improved in the past few years, according to Ramsay Selden, director of the education-assessment center of the Council of Chief State School Officers.

It appears likely, he said, that average student performance is higher than it was in the early 1980's.

Moreover, state officials said, test results are used not to compare student performance across states, but to evaluate instructional programs and gauge improvements over time.

"I don't think the people in the states are trying to pull the wool over anyone's eyes," added Anne C. Hess, coordinator of student assessment for the Alabama Department of Education.

Nationwide Survey

Friends for Education, a three-year-old organization that claims some 700 members throughout West Virginia, undertook the study last summer after finding that nearly all districts in the state scored above the national average on the Comprehensive Test of Basic Skills.

Those results were unexpected, the report notes, because the economically troubled state ranks near the bottom on most other measures of educational quality, such as adult-literacy rate and college admissions-test scores.

"At every turn, we were confronted with test results showing that desperately poor counties were above the national average," said Dr. Cannell. "If McDowell County is above the national average, what county could possibly be below?"

Moreover, he added, the group feared that the relatively high performance of students in such districts could promote complacency and thereby jeopardize public support for school improvements.

With the help of three high-school students working part time, Dr. Cannell last August sent letters to each of the 50 state superintendents and testing coordinators, and telephoned large districts in the 18 states without state testing programs.

The respondents provided information on the tests and norms used, the statistical methods for reporting scores, the number of test takers, and their most recent reading, language, mathematics, and basic-battery scores.

Of the 32 states with statewide assessments, 26 used one of the six leading commercial tests, the survey found.

Those assessments include the Iowa Test of Basic Skills, marketed by Riverside Publishing; the Stanford Achievement Test and the Metropolitan Achievement Test, both published by Harcourt Brace Jovanovich; the Comprehensive Test of Basic Skills and the California Achievement Test, both published by C.T.B./McGraw-Hill; and the Science Research Associates test, marketed by I.B.M. Corporation.

Six states reported using their own statewide tests. Such tests were nationally normed through an "equating study" with one of the commercial tests, according to the report.

In the 18 states without state assessments, all of the individual districts surveyed reported using one of the six major commercial tests.

With few exceptions, the respondents reported that their pupils had scored above average on the most recent achievement tests for which results were available. *(See Databank on preceding page.)*

The survey found that all 32 states with statewide testing programs scored above average, including states well below the national average in per-capita income, high-school graduation rate, and college admissions-test scores.

Likewise, in all of the 18 states with district-administered tests, "the vast majority" of the districts surveyed were above the national averages for their respective tests, according to the study.

Many large inner-city districts—such as Trenton, N.J., New York, Boston, St. Louis, and East St. Louis, Ill.—also reported scores above the national average.

However, the report adds, some large districts, including Detroit, Chicago, Cleveland, and Dade County, Fla., reported scores below the national average.

Among its other findings:

- In South Carolina, which ranks 47th in the nation in per-capita income and high-school graduation rate, 62.9 percent of 4th graders tested above the national average on the C.T.B.S. total battery.
- In Iowa, which has the highest college-admission test scores in the nation, 95.8 percent of schools were above average on the 6th-grade I.T.B.S.
- In Michigan, which ranks at about the national average in per-capita income, college admissions-test scores, and poverty rate, an estimated 90 percent of the 525 districts scored above the national average on the elementary achievement tests.

'Teaching the Test'

Dr. Cannell contended that these apparently encouraging results were largely attributable to testing companies' setting their norms too low.

That view was seconded last week by Earl Hobbs, superintendent of the Clayton, Mo., school district, which uses what he said is a more rigorous assessment than those offered by the commercial publishers.

"If we simply wanted to look good, we could pick any one of the [commercial] achievement tests," Mr. Hobbs said.

The Clayton schools currently use a test administered by the Educational Records Bureau, a Wellesley, Mass.-based nonprofit firm that administers achievement tests in independent schools and some affluent suburban districts.

Dr. Cannell's report also maintains that the high scores reflect efforts by teachers and administrators to boost performance by adjusting their curricula to match the items and topics on the tests.

In states such as Wisconsin, Utah, California, and Maine, which have adopted "elaborate security measures" to bar teachers from seeing test items, the report states, scores show only slight yearly increases.

Scores in those states "are generally lower than scores from states where teaching the test is possible," it adds.

Representatives of testing companies last week strongly denied the assertion that their tests are not accurately normed.

Representative Sample

The national averages used in the Iowa Test of Basic Skills, for example, are based on a test administered to a representative sample of students, according to H.D. Hoover, director of the testing program, based at the University of Iowa.

"I would never argue that it is a perfectly representative sample of U.S. elementary-school children," he said. "There is no such thing as a perfectly representative sample."

"But it is every bit as good as the [National Assessment of Educational Progress] and the Gallup Poll," he continued. "I have lots of confidence in those norms."

Furthermore, added Paul L. Williams, director of research and measurement for C.T.B./McGraw-Hill, which administers the C.T.B.S. and the C.A.T., the level of student performance documented by Dr. Cannell reflects real improvements since the norms were set.

But any such improvements skew the test results, argues Dr. Cannell, who recommends that testing companies recalculate their norms each year so that average scores more accurately reflect current performance.

Testing officials argued, however, that annual renorming of tests would take away many of the advantages of the current system.

Setting norms annually would cost millions of dollars and would harm the ability of administrators to measure student progress over time, argued Vana Meredith-Dabney, supervisor of the educational-assessment section in the South Carolina Department of Education.

"We would be masking any improvement at all if we re-normed every year," she said.

"If you redefine what is a pound every time you gain weight, you are always 162 pounds," added Chester E. Finn Jr., the U.S. Education Department's assistant secretary for educational research and improvement.

Despite such arguments, some testing companies have begun to move toward recalculating norms more frequently.

For example, C.T.B./McGraw-Hill has begun to provide annual standards based on the previous year's results. This so-called "rolling norm," though not based on a representative sample, would "help educators get a better fix on where they are now," Mr. Williams said.

Copies of Dr. Cannell's report can be purchased for $5 each from Friends for Education, Box 358, Daniels, W. Va. 25832-0358.

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Teachers Who Failed Test Still Teaching

Continued from Page 5

full-time substitutes more than 40 teachers who failed to pass the test created a furor this fall.

Although those teachers, most of whom are black, have retained their benefits and receive the district's minimum teacher salary, they may not teach in any one vacancy for more than nine days. To remain in the district, they must pass the test by April 1.

Alonzo A. Crim, Atlanta's superintendent, responded to criticism of the substitute program in an article in *The Atlanta Constitution*.

In it, he argued that the district, which is 92 percent black, cannot afford to lose minority teachers.

The teachers in question, he said, are "veteran teachers with experience ranging from 6 to 15 years." Each, he added, has been evaluated at least five times, and "none has been found unsatisfactory."

Georgia is one of three states—along with Arkansas and Texas—that have required practicing teachers to pass a test to retain their certification, and thus their jobs.

Roughly 20,000 Georgia teachers were required to pass by this past August, according to Lester M. Solomon, state director of teacher assessment. Over the next three years, another 25,000 educators will have to pass the exam when their credentials come up for renewal. But many of these individuals, Mr. Solomon said, have already passed the test.

Last August, the Georgia Association of Educators—arguing that the certification test is racially biased and not job related—filed suit in U.S. District Court to block the state from using it as a screening device for certification.

Of the 327 teachers who had failed the test by this year's cut-off date, 244 were black. Union lawyers expect the case to go to trial next summer.

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A Vote for Power: Blacks Using Law for Leadership Gains

Continued from Page 1

can elect the persons they want to represent them; that is a basic right," said Laughlin McDonald, southern regional director for the American Civil Liberties Union.

At-Large Elections

Civil-rights activists particularly hope to empower minority groups in communities where the use of at-large elections, majority-vote requirements in primary races, and other procedures have long excluded blacks, Hispanics, and other minority groups from political office.

The use of at-large races is the issue at stake in the Alabama suit. In such election systems, every citizen in a community may vote for every member of a governmental board. This usually allows whites to sweep every seat on a panel—even when their majority is razor-thin.

Such lopsided results occur, voting-rights experts say, whenever white voters refuse to vote for any minority candidates. And despite years of racial progress, those polarized voting patterns are still common throughout the nation, they say.

Because blacks hold a majority in only a relative handful of jurisdictions, at-large systems tend to "segregate" black politicians in small enclaves, explained Jerry Wilson, a voting-rights expert with the Southern Regional Council, an Atlanta-based research organization.

According to the S.R.C., blacks account for almost 20 percent of the population in the 11 states of the old Confederacy, but are a majority in fewer than 10 percent of the region's counties, most of them located in the Mississippi delta area and in a fertile stretch of South Carolina, Georgia and Alabama, known as the "Black Belt."

Of the 80,031 elected officials in the 11 states, fewer than 5 percent are black. Most hold office in cities and counties that are mostly black.

Alabama, for example, has 56 elected black school-board members, but more than two-thirds of them live in the 10 counties in the state with black majorities.

At-large elections are widely used in school-board races. About 80 percent of all Texas school boards, for example, are selected that way, according to Rolando Rios, a lawyer who has argued numerous voting-rights cases on behalf of Hispanics.

Few Blacks on Boards

There is little question that blacks and other minorities are seriously underrepresented on local school boards, not just in the South but in the rest of the nation as well.

A 1986 survey by the National School Boards Association found that blacks, who constitute about 11 percent of the nation's population, accounted for just 2.4 percent of all school-board members. Hispanics, 7.2 percent of the population, made up only 1.1 percent of all board members.

And according to the N.S.B.A., the long-term trend has been downward. Last year, only 1 in 20 board members was nonwhite, compared with 1 in 10 in 1984.

"I think there is a growing realization [among minorities] that school districts spend a lot of the public's money, and that they have been excluded from participating," said James Craven, an Illinois lawyer who is handling several voting suits.

To increase minority representation on school boards and other panels, Mr. Craven and other rights lawyers usually seek to replace at-large systems with separate election districts for each board member.

Because black and Hispanic populations are typically concentrated in certain areas, the S.R.C.'s Mr. Wilson noted, the use of individual districts usually ensures at least some black victories.

Political Pressures

The drive to obtain a greater share of power for minority citizens is placing pressure on politicians and educators in many communities, interviews with lawyers, educators, and political activists in the South and elsewhere suggest.

Black and Hispanic leaders, civil-rights activists said, are seeking new school policies and priorities, and increasing their demands for the more tangible benefits—jobs, contracts, and constituent services—that are the rewards of political power.

These pressures are especially sensitive in the Southern states. Local educators and politicians throughout the region are still wrestling with the questions of race and political empowerment that were left unresolved by the desegregation experience, said Steve Suitts, executive director of the S.R.C.

In cities and towns across the South, he noted, desegregration efforts led many white residents to withdraw entirely from the public schools during the 1970's. But they continued to maintain control.

In some Southern communities, all-white school boards and white superintendents have presided for years over school systems that are virtually all black—a situation that black organizers say they are determined to change.

Minority voters are increasingly developing the clout to make good on such hopes. Black political influence has been on the rise, especially in the South, for several years, political analysts say.

"No Southern Democrat can afford to ignore the black community any more," said Larry Sabato, a professor of political science at the University of Virginia.

25-Year Campaign

Indeed, the resurgence of demands for power-sharing is only the latest phase of a 25-year campaign to open political doors that were locked to minority citizens before the Voting Rights Act was passed in 1965.

The act has long since eliminated the tortuous qualification and registration laws that once barred black voters from the polls throughout the Southern states.

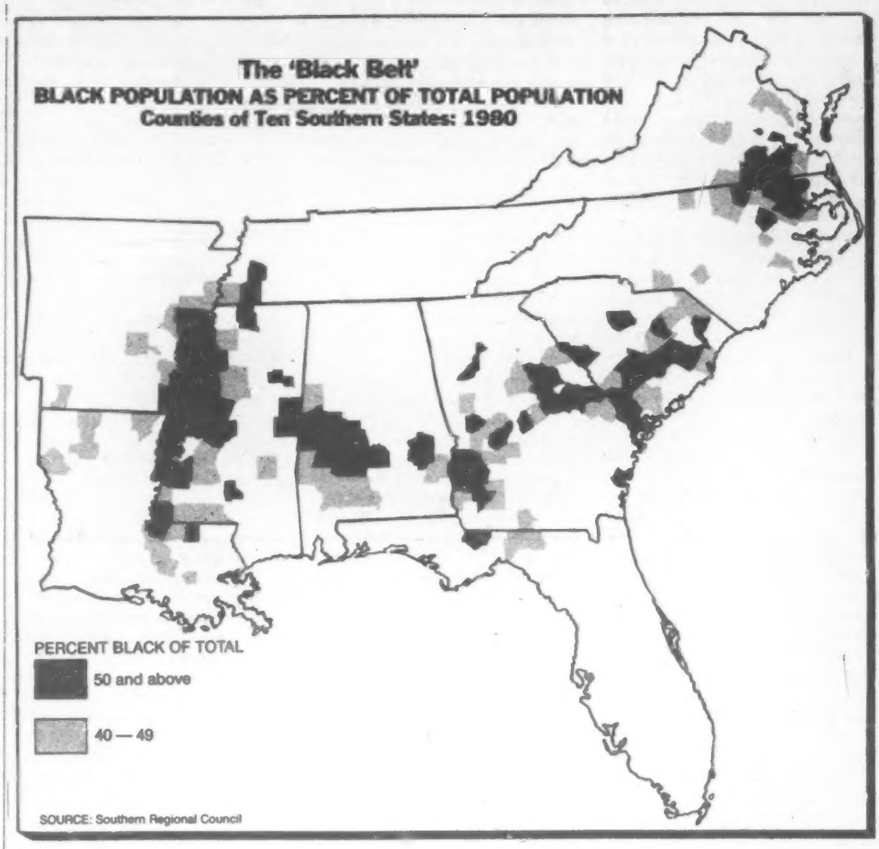
Yet in numerous communities—including many outside the South—whites continue to monopolize political office, rights workers contend.

In many areas of the South and the Southwest, they say, this lockhold continues to deny black and Hispanic parents a direct say in how their children are taught.

"We have school districts where the students are almost entirely black but the school boards are all white," said Morris Kinsey, education chairman for the Mississippi N.A.A.C.P.

Looking to the Courts

"Many of these [board members] have no interest in the quality of education for black folk," he charged. "They are only interested in controlling the almighty dollar."


The 'Black Belt'
BLACK POPULATION AS PERCENT OF TOTAL POPULATION
Counties of Ten Southern States: 1980
PERCENT BLACK OF TOTAL
50 and above
40 — 49
SOURCE: Southern Regional Council

For more than a decade, minority voters—joined at times by the U.S. Justice Department—have turned to the courts to overturn discriminatory election laws. But both the number and the scope of these suits have increased dramatically in recent years, legal experts say.

As of January 1985, a total of 141 governmental jurisdictions, including 34 school boards, were facing voting-rights suits in the 11 Southern states, according to the S.R.C.

Although more current figures are not available, civil-rights lawyers agree that the number of cases has increased dramatically, especially in the past two years.

Political analysts say this trend has partially countered the overall drop in minority representation on school boards.

While the total number of black members—many of whom are appointed—has gone down, the number of black elected members has risen by 13 percent since 1984, according to the Joint Center for Political Research, a group that monitors minority political trends.

The resurgence, legal experts say, began in 1982, when the Congress approved far-reaching revisions in the Voting Rights Act. In response to a controversial 1980 ruling by the Supreme Court, the Congress amended the law to, in effect, overrule the Court's decision.

In *Bolden* v. *City of Mobile*, the Court had ruled against the plaintiffs, saying they had failed to prove city officials deliberately intended to discriminate against black voters.

The ruling posed a major problem for the civil-rights community, because proving intent can be an expensive and time-consuming task, said Pam Karlan, an assistant counsel with the N.A.A.C.P. Legal Defense and Educational Fund.

"The courts have traditionally been loath to find that local officials acted with discriminatory intent," she said.

In the wake of the 1980 ruling, Ms. Karlan explained, voting-rights litigation tapered off to nearly nothing.

The Congress, however, ignoring objections by the Reagan Administration, loosened the test for proving discrimination. The new law only requires plaintiffs to show that election procedures have a discriminatory impact on minority voters.

Last year, in *Gingles* v. *Thornburg*, its first major voting-rights decision since the 1982 amendments, the Supreme Court gave another major boost to the movement.

Reversing course, the High Court adopted a broad interpretation of the 1982 revisions. The ruling, which outlines the specific statistical evidence needed to prove election bias, further strengthens the ability of voting-rights advocates to win election reforms.

Negative Effects

Black activists in several Southern states claim the election barriers facing blacks in many communities have had direct negative effects on their communities and on the education of black children.

Among their complaints:

- **A lack of positive role models.** In educational systems dominated by whites, they contend, black children do not come to understand that they, too, can someday be leaders. Many white-controlled boards, activists charge, have failed to aggressively recruit blacks for top administrative jobs.

"That's one of the main problems I see, not just in my district but all over the South," said James Jackson, a black board member in the rural town of Senatobia, Miss. "We do not have black leadership in our schools."

- **Unmet needs.** White authorities in some districts have not worked hard to develop programs for minority students, even when federal and state funding is available, black leaders charge.

Conversely, they add, other white administrators have tended to keep black students enrolled in Chapter 1 and special education as a way of increasing federal and state aid.

- **Exclusion from economic benefits.** Minority businesses are often ignored when boards award lucrative supply and service contracts, black leaders claim. Patronage jobs—still a tradition in many districts—also go elsewhere, they say.

Such bias, they add, can be especially damaging in rural areas, where school districts are often the largest employer and most important enterprise in a community.

- **White manipulation.** When black candidates do win office in at-large elections, activists say, it is often because whites view them as less of a threat to the established order than other black politicians.

In a 1985 race in Greensboro, N.C., for example, whites threw their support to two black school-board candidates who were viewed as more moderate than the black incumbents. Both challengers won, according to Carolyn Coleman, executive director of the local N.A.A.C.P. chapter.

"I don't want to give the impression that [the new board members] are Uncle Toms," Ms. Coleman said. "But they do not represent the views and aspirations of the blacks."

Statistical Evidence

Statistical data support at least some of these claims.

A recent study of 174 large urban

Continued on Following Page